

DEPARTMENT OF STATE
Washington

November 10, 1962

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MEMORANDUM FOR MR. McGEORGE BUNDY
THE WHITE HOUSE

Subject: Draft Statement on Cuba

There is attached a draft of a statement that could be issued in the event that there is no resolution of the IL-28 and verification questions with respect to Cuba. The attached draft is in the form of a third person statement by the Department of State with the thought that such a form could preserve somewhat greater freedom of action to the President. However, the statement could readily be adapted to a White House statement or to a first person statement by the President. The substance of the statement has been reviewed by Secretary McNamara and Secretary Rusk.

You will note that the statement places the focus on Cuba, but otherwise seeks to preserve our freedom of action and decision. If prior to the issuance of this statement we receive any further communications from the Soviet Government or the Soviets make a public statement, it will, of course, be necessary to reconsider the exact language of this statement.


U. Alexis Johnson
Deputy Under Secretary

Copies to: NSC Executive Committee.

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On November 8 the United States Government announced that the Soviet Union had partially fulfilled the obligations with regard to Cuba which it had undertaken in the exchange of letters between Chairman Khrushchev and President Kennedy. That announcement revealed that there had been evidence that all the known IREM and MREM missile sites had been dismantled, that there had been movement of missiles and associated equipment into ports and onto Soviet ships, that some of these ships had departed Cuban ports with the equipment embarked and that U.S. Naval vessels were expected to confirm by visual inspection that the missiles were on board the departed ships.

Subsequent to that announcement the inspection from U.S. Naval vessels of Soviet ships at sea has confirmed that the number of missiles reported by the Soviet Union as having been brought into Cuba (which closely tallies with our own information and estimates) are, in fact, now on board Soviet ships proceeding toward the Soviet Union. The Soviet Union facilitated this inspection by providing the names of the vessels engaged in carrying missile equipment and by instructing these vessels to cooperate.

This partial Soviet fulfillment of the understanding embodied in exchanges between Chairman Khrushchev and the President is in itself of major importance. It is, however, short of complete fulfillment of the understanding. The United Nations has not been put in a position where it could verify the dismantling and removal from Cuba of offensive weapons.

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United Nations verification of the removal even of all missiles and all warheads has not been made possible. The removal from Cuba of the IL-28 bombers has not yet begun. No safeguards have been established against the future introduction into Cuba of weapons capable of offensive use.

The U.S.S.R. had indicated that it has been unable to obtain Cuban agreement to the fulfillment of certain portions of our mutual understanding. The Cuban Government has continued to frustrate the efforts of the Secretary General of the United Nations to obtain any United Nations inspections in Cuba or inspections of cargoes of incoming vessels. That Government must bear responsibility for the failure thus far to achieve a distinct step forward in preserving peace in the Hemisphere.

In the President's letter of October 27 to Chairman Khrushchev, the President said that upon the establishment of adequate arrangements through the United Nations to ensure the carrying out and continuation of the commitments referred to in that letter, i.e. the removal of weapons systems in Cuba capable of offensive use and suitable safeguards to halt further introduction of such weapons systems into Cuba, the United States on its part would agree to remove promptly the quarantine measures now in effect and to give assurances against an invasion of Cuba. The President further stated that he was confident that other nations of the Western Hemisphere would be prepared to do likewise. This continues to be the position of the U.S. Government.

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If Premier Khrushchev supports the commitments explicit in the exchanges of communications with the President and the efforts of the Secretary General of the United Nations to obtain a peaceful solution to this problem, then there is no disagreement between the Soviet Union and this Government on this issue. If the Cuban Government, however, continues to frustrate measures necessary to the security of the nations of this Hemisphere, there will continue to be grave issues. The President is, however, instructing the Secretary of Defense to continue for a brief period suspension of enforcement of the quarantine in order to allow time for the removal of the ~~bombers~~ ^{REMAINING OFFENSIVE WEAPONS} and to permit further efforts on the part of the Secretary General of the United Nations to obtain adequate U.N. verification of removal of the missiles and bombers and to obtain safeguards against reintroduction.

The Secretary of Defense is also to continue such aerial surveillance as he deems required in the absence of other safeguards.

It is the intent of the United States Government that the basic conditions of the original agreement be fulfilled. It does not propose that the threat to this Hemisphere of weapons capable of offensive use in Cuba continue.

In the President's speech of October 22 he spoke not only to the people of the United States but also to the people of Cuba. The President has asked that they be told that should they wish to rejoin the fellowship of free and independent states in this Hemisphere, free from dependence upon any foreign state, they would receive a warm welcome.

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